NATIONAL DEFENSE FELLOW — RAND CORPORATION

DEVELOPING AEROSPACE LEADERS FOR THE TWENTY-FIRST CENTURY

by

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Project AIR FORCE

Santa Monica, California

April 2001

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Acknowledgements

I would like to thank the personnel at RAND for guidance in performing research and preparing this paper. Appreciation is also given to the men and women across all the services and organizations that took time to response to my request for information and answer questions within their areas of expertise.

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Abstract

Sound leadership within a dynamic, ever-changing environment is at the heart of the Air Force's institutional character. It is key to bonding airmen and is the foundation for successful Air Force achievements in peace and in war. Of the many skills and abilities used in the profession of arms, none is prized more highly. As we transform to meet the challenges of the twenty-first century, leadership can strengthen the foundation of mutual trust and respect among the ranks and the organization as a whole.

Most people who equate leadership with good management model their leadership practices based on readings and research published in the industrial era of the twentieth century. This understanding of leadership has dominated military organizations in the past but will not serve the mature Expeditionary Aerospace Force of tomorrow. This paper explores the advantages to adapting emerging leadership philosophies into the Air Force culture to meet the growing challenges of the twenty-first century work force. Leadership doctrine, leadership development programs, and the human resource management system should be aligned to support these changes in leadership philosophy and practice. This is critical in order to build Air Force leaders with a clearly recognizable set of competencies and attitudes that thrive regardless of a particular career-path or assigned location throughout an entire career.

Chapter One

Introduction

"The difference between a good unit and a bad unit is leadership."

— General R.R. Fogelman
Air Force Chief of Staff

Sound leadership within a dynamic environment is at the heart of the Air Force's institutional character. It is the most important bond among airmen and is the foundation for successful Air Force achievements in peace and in war. Of the many skills and abilities used in the profession of arms, none is prized more highly. Enhancing leadership as we transform to meet the challenges of the twenty-first century can strengthen the foundation of mutual trust and respect among the ranks and across the organization as a whole.

Many equate leadership with good management and model their leadership practices based on readings and research published in the industrial twentieth century. That understanding of leadership has dominated military organizations in the past, but it will not serve the mature Expeditionary Aerospace Force of tomorrow. This paper explores the advantages of adapting emerging leadership philosophies into the Air Force culture to meet the evolving challenges of the twenty-first century workforce. Leadership doctrine, leadership development programs, and the human resource management system must also be aligned to support these changes in leadership philosophy and practice. This

is critical in order to build Air Force leaders with a clearly recognizable set of competencies and attitudes that thrive throughout an entire career regardless of a particular career path or assigned location.

This paper is divided into five sections. The next section of this paper considers the concept of leadership through various definitions; distinguishes leadership from management; reviews leadership theory from the classical to emerging leadership research approaches, and summarizes various leadership practices from seven organizations that share some similarities with the Air Force. The third section explores specific challenges that face the workforce and corresponding implications for leadership. The fourth section discusses the need to link leadership practices, doctrine, development, and personnel programs in order to effectively build enough Air Force leaders for today and tomorrow. The last section recommends ways to develop leaders for the twenty-first century Air Force.

Chapter Two

What is Leadership?

> *"Leadership is one of the most observed and least understood phenomena on earth".*
>
> —James MacGregor Burns

Leadership has an elusive, mysterious quality: it is easy to recognize, difficult to describe, tough to practice. Perhaps no other topic has attracted as much attention from observers, practitioners, researchers, and philosophers with so little agreement as to the basic facts and theories. In 1974, Stogdill's *Handbook of Leadership* listed 4,725 studies of leadership and 189 pages of references. He concluded, "the endless accumulation of empirical data has not produced an integrated understanding of leadership."[1]

Of the numerous ways leadership has been defined, a few examples include:

- "the influence people exercise over each other" [2]
- "influencing people—by providing purpose, direction, and motivation—while operating to accomplish the mission and improve the organization" [3]
- "the exercise of authority, whether formal or informal, in directing and coordinating the work of others" [4]
- "a process in which one or more people engage with others in such a way that leaders and followers raise one another to higher levels of motivation and morality"[5]

Some researchers suggest that leadership cannot be defined except by its purpose; therefore, the definition varies from organization to organization.[6] However, most

theorists still view leadership "as an interpersonal process through which one individual influences the attitudes, beliefs, and especially the behavior of one or more other people."[7]

Although the definition is still evolving, there is growing consensus among theorists that leadership is probably different than management and it is not a one-person social process.[8] In order for a person to be a successful leader and exhibit the leadership skills that are accepted and praised by the dominant culture, there must be followers, or people whom the leader can lead.[9]

Leadership versus Management

Although the two are similar, the functions and responsibilities associated with managers differ significantly from those associated with leaders. W.G. Bennis maintains leaders and managers vary in their orientation toward goals, conceptions about work, interpersonal style, and self-perceptions. A manager administers, maintains, and focuses on systems and controls, and the short-term view, and keeps an eye on the bottom line. In contrast, the leader innovates, develops, and focuses on people, inspires trust, has a long-term view and keeps an eye on the horizon.[10] The skills of a manager facilitate the work of an organization because they ensure that what is done is in accord with the organization's rules and regulations. The skills of a leader ensure that the work is what it needs to be. Leaders facilitate the identification of organizational goals and the development of an organizational vision.

Harold Gilbert concurs that a leader operates above and beyond mere mechanical compliance with routine directives of the organization. A leader is a teacher, facilitator, coach, and mentor. A manager follows the strictness of a job description. "Leadership is

the ability to influence others to attain group and organizational goals without the exertion of force. Managment involves planning, organizing, directing, and controlling, which are certainly helpful to the successful execution of any organizational endeavor."[11] The unique and essential function of leadership is the manipulation of culture, which is essential for an organization in adapting to a changing environment.[12]

Even though leadership and management functions and roles overlap substantially, "manager" implies that authority has been formally granted to an individual by an organization. In contrast, "leader" implies effective use of influence that can be independent of the authority granted because of position. In this sense, leadership cannot be bestowed upon a person by a higher authority. Therefore, it is misleading to think that leadership is only in the senior ranks or specific positions. Leadership is needed and practiced at virtually all levels of the organization, including lower level managerial, professional, and technical employees.[13] This includes all ranks and grades of officer, enlisted, and civilian Air Force personnel.

Leadership and management functions and practices are different but complementary. In general, organizations need both types of functions, and successful individuals use a combination of both "leadership" and "management" practices.[14] But many of the differences between managers and leaders are subtle.

Leadership Theory

Classical Leadership

The importance attributed to leaders has led numerous practitioners and theorists to ponder what it takes to be an effective leader. Early efforts to find the answer dealt

with leaders, not leadership or followers. The classic leader uses methods that are focused on personal gain or organizational objectives rather than on the greater collective.[15] Leadership is viewed as top-down rather than peer, collaborative, or bottom-up. In the industrial era, the efficiency of classical leadership was essential in order to maximize benefits and minimize costs. Let us consider three categories of classical leadership theory: the trait, behavioral, and contingency situational approaches.

Trait Approach. Trait theories, prevalent in the first five decades of the twentieth century, emphasized "what" an effective leader is, not "how" to lead effectively. Serious scientific attention began during World War I, when the United States military began searching for traits that would help in identifying future officers. A *trait* is a "personality attribute or a way of interacting with others which is independent of the situation, that is, a characteristic of the person rather than of the situation."[16] The implicit assumption is that those who become leaders and do a good job possess a specific set of physical, social, and personal traits that distinguish them from the masses of followers.[17] Physical traits include being young to middle-aged, energetic, tall, and handsome. Social characteristics include being charismatic, charming, tactful, popular, cooperative, and diplomatic. Personal traits include being self-confident, adaptable, assertive, and emotionally stable.

Trait theory faces many counter arguments. Mainly, it is hard to contend "people will be effective leaders because they possess certain traits without also considering other variables that influence leadership effectiveness."[18] Attempts to isolate specific individual traits have concluded that no single characteristic can distinguish leaders from non-leaders.[19] However, respected research is still being done in this area.

Behavioral Approaches. As they dispelled the notion of inherited or inherent leadership, behavioral theorists sought to identify determinants of leadership so that people could be trained to be leaders. Behavioral theorists also wanted to identify a "set" pertaining to leadership, but their "set" described leadership styles, not traits. These behaviors have been categorized along two common dimensions: initiating structures (concern for organizational tasks) and consideration (concern for individuals and interpersonal relations). Initiating structures include activities such as planning, organizing, and defining the tasks and work of people: how work gets done in an organization. Consideration addresses the social and emotional needs of individuals—their recognition, work satisfaction and self-esteem that influence their performance. Other researchers conceptualize these two dimensions as "effectiveness and efficiency,"[20] "goal achievement and group maintenance,"[21] "instrumental and expressive needs," [22] and "system- or person-oriented behaviors."[23] Speculation about whether initiating structures or consideration is more important led to the assessment of leaders' skills along both dimensions. Among the instruments developed to measure leadership skills is the Leader Behavior Description Questionnaire.[24]

Leadership literature has heavily emphasized exchange theories of leadership—e.g. the leader-member exchange. Exchange theories emphasize the behaviors of both the supervisors and those who follow him/her. The relationship between leader and follower is viewed as a series of exchanges or implicit bargains wherein both parties pursue their related purposes.[25] This relationship is circumscribed: it is established and maintained so long as the benefits to both the leader and follower exceed the costs. The theory argues that high-quality leader-member exchange is associated with higher

satisfaction and productivity in the workplace, including decreased turnover, increased salaries, and faster promotion rates.[26] But, exchange leadership misses some dimensions of the leader-follower relationship. As James Burns observes, while a leadership act has occurred, it may not be one that "binds leader and follower together in a mutual and continuing pursuit of a higher purpose."[27] Leadership that creates and manages meaning in organizations through the use of evocative imagery, compelling visions, expressive language and dramatic skills is ignored.[28]

Contingency Situational Approaches. These theories identify key variables to determine the effectiveness of a leadership situation. Differentiating between leadership styles and behaviors, Fred Fiedler concludes that leadership styles indicate leaders' motivational system and that leadership behaviors are leaders' specific actions. He argues that group effectiveness is a result of the leader-member relations, task structure, and position power.[29] House's Path-Goal Theory includes the interaction of leadership behaviors with situation characteristics in determining leaders' effectiveness. House identifies four leadership behaviors—directive, achievement-oriented, supportive, and participative—and two situational variables—subordinates' personal characteristics and environmental demands (such as the organization's rules and procedures)—that most strongly contributed to leaders' effectiveness.[30] In *Life Cycle Theory of Leadership*, Hersey and Blanchard "emphasize that leadership should be appropriate for a given situation," and "reject the idea that there is one best leadership style for all situations."[31] So they focus on the situational contingency of maturity or readiness of followers. Readiness is the extent to which people have the ability and are willing to accomplish a specific task. Leadership requires adjusting the leader's emphasis on task behavior,

relationship behaviors, or whatever it takes to allow the followers to perform their tasks. They developed a matrix with four leadership styles: telling, selling, participating and delegating. They suggest that leaders apply one of the four styles, depending on the maturity of their work group. Although the model is conceptually intriguing, a major weakness is its lack of a systematic measurement device to measure maturity.[32]

The contingency theories study leadership style in different environments. Transaction leaders, such as those identified in contingency theories, clarify role and task requirements for employees. Yet, contingency cannot account for the inspiration and innovation that leaders sometimes need.

Emerging Leadership Approaches

As leaders and managers confront today's demands many believe that the twentieth century's hierarchical, bureaucratic, managerial, controlling model will be less than effective in energizing and coordinating knowledge-workers.[33] A progressively popular theory of leadership—that is transformational, visionary, values-based, developing, inspiring, and empowering—is considered a viable approach to contemporary organizational harmonization.[34] As do classical approaches, these contemporary theories have many variations and classifications. Here, they are grouped into cultural, attribution, and transformational approaches.

Cultural Approaches. A growing number of leadership theorists have moved past the contingency approaches and write about leadership from an organizational culture perspective.[35] Cultural and symbolic theories have arisen from a shift in perspective that "organizational structures and processes are invented, not discovered."[36] How leaders interpret events and processes becomes important, particularly in terms of how they

shape meaning and culture within their organizations. The organization's base rests on its leaders' philosophy, values, vision, and goals. In turn, these drive the organizational culture, composed of the formal organization, informal organization, and the social environment.[37]

Thomas Sergiovanni, in *Leadership as Cultural Expression*, argues that leadership is an artifact, a product of organizational culture. The particular shape and style of leadership in an organization is not a function of individuals or of training programs; rather, it has to do with the mixture of organizational culture and the density of leadership competence. Workers perceive this as the quality of work life that affects their degree of motivation. The final outcomes are performance, individual satisfaction, and personal growth and development. Sergiovanni believes leadership needs to be symbolic and strategic, since leadership is what communicates the culture of the organization. Thus, leadership is less a management technique and more a *cultural expression,* the framework from which the organization operates. If leadership is effective, norms, beliefs, and principles emerge in an organization to which members will give allegiance.[38] To make lasting changes in organizational leadership practices, you must change the culture of the organization.

Attribution Approaches. Attribution theory proposes that leadership is merely something that people attribute to other individuals and recognizes that leadership and its effects cannot always be identified and measured easily. From the information already given about leadership concepts and styles, it is easy to see that some may perceive just one side of a person's potential. Attribution theory addresses why and how those characterizations come about. Some people may have an idea of how a "good" leader

should look and act. This "leadership prototype" can depend on the person's background, economic situation, and ethnic history. For example, Arabic, Far Eastern, and Latin cultures apparently prefer high degrees of directiveness, structuring, even manipulation in a so-called effective leader. But Norway, Finland, Denmark, and Sweden prefer an emphasis on participation. In the Near Eastern countries like Turkey and West Pakistan as well as the Far Eastern countries such as Thailand and Singapore, a good leader needs to focus on group facilitation.[39] Different cultures and economic backgrounds may desire different types of leaders and are often skeptical of change.

Transformational Approaches. James Burns introduced transformational leadership in his Pulitzer Prize winning book *Leadership*.[40] Burns views leadership in terms of the relationship between leaders and followers who are acting interactively to attain some purpose. This new conceptualization recognizes that leadership occurs when one or more persons engage with others in such a way that leaders and followers raise one another to higher levels of motivation and morality. That interaction can be either transactional or transformational in nature. Transactional leadership is based on the concept of "exchanging one thing for another" [41] and is "equated with management."[42] Transformational leadership supplements or "adds-on" to management but does not replace it.[43] The intellectual progeny of Burns' transformational theory emphasizes shared vision, unifying values, empowerment, trust, culture, morality, and leader-follower relationships involving coaching, teaching, and counseling. Transformational leadership is thought to be more powerful and complex than transactional leadership. Empirical evidence reveals that transformational leadership can move followers beyond expected levels of motivation and performance.[44]

Expanding Burns' original work, Bernard Bass posits that transformational leadership comprises charismatic leadership (consisting of visioning and inspiring others to follow the vision), individualized consideration (which concerns the leader developing the follower), and intellectual stimulation (new ways of problem finding and solving). Like Burns, Bass notes that effective transformational leaders influence followers through both their charisma and the purposes for which they stand.[45] Authentic transformational leadership is characterized by high moral and ethical standards in each of the dimensions.

Transformational, values-driven, visionary leadership that results in a culture committed to attaining the vision has only recently been revitalized as a concept for leadership in organizations.[46] It is thought to improve organizational effectiveness, member commitment to the mission and organization, willingness to exert effort, moral and motivation levels, and emotional responses such as inspiration to excel and attachment to the leader.[47]

More recent versions of transformational leadership theory are presented as part of the "full-range model of leadership." Full-range leadership argues that effective leaders must use both transactional and transformation behaviors.[48] (See figure 1 for summary).

Transformational Leadership	
Idealized Influence	Provides vision and sense of mission, instills pride, gains respect and trust, become role-models, demonstrates high standards of ethical and moral conduct
Inspirational Motivation	Communicates high expectations, demonstrates commitment to goals and shared vision; displays enthusiasm and optimism; provides meaning and challenge to work, arousing individual and team spirit.
Intellectual Stimulation	Encourages innovation and creativity; Promotes intelligence, rationality, and creative problem solving
Individual Consideration	Gives personal attention, treats each employee individually, coaches and mentors; creates environment to maximize potential of each employee
Transactional Leadership	
Contingent Rewards	Contracts exchange of rewards for effort, promises rewards for good performance, recognizes accomplishments
Management by Exception (Active)	Watches and searches for deviations from rules and standards, takes corrective action
Management by Exception (Passive)	Intervenes only if standards are not met
Laissez-faire	Abdicates responsibilities, avoids making decisions

B.M. Bass, *Leadership, Psychology and Organizational Behavior*, (New York: Harper, 1990), 22.

Figure 1. Transformation and Transactional Leadership

Contemporary Issues. The concept of leadership is being refined continually. Researchers today are examining the concept of leaders and power. Power is the capacity to influence decisions, and leadership is about the process of influence. W. French and B. Raven identify sources or bases of power. Legitimate power results from a person's position in the formal organizational hierarchy (also called authority). Coercive power rests on the application or the threat of application of physical sanctions (such as the infliction of pain) the arousal of frustration (e.g. through restriction of movement) or the control of basic physiological or safety needs. Reward power produces positive benefits

or rewards. Expert power results from expertise, special skill, or knowledge. And referent power arises from identification with a person who has desirable resources or personal traits. Most effective leaders are thought to rely on several different bases of power.[49]

Increasingly, today's managers lead by empowering their employees. Two forces primarily drive the increased use of empowerment: (1) the need for quick decisions by the people who are most knowledgeable about the issues, and (2) organizational downsizing which leaves managers with larger spans of control who must now rely on empowered employees. Empowerment is not considered a universal panacea to problems, of course: that would be an anti-contingency view. Instead, empowerment is considered most effective where a workforce has the knowledge, skills, and experience to do jobs competently and where employees seek autonomy and possess an internal locus of control.[50]

Gender still creates much controversy concerning leadership. What, if any, differences exist between male and female leaders and what implications would these differences have? The evidence generally shows that males and females do use different styles of leadership. Women tend to adopt a more democratic or participative style and a less autocratic or directive style. Women are more likely to encourage participation, share power and information, and attempt to enhance followers' self-worth. Men are more likely to use a directive, command-and-control style. Men rely on the formal authority of their position for their influence base. Is either way better? The best managers listen, motivate, and provide support to their people. They inspire and influence rather than control. Generally speaking, women seem to do these things better

than men. Obviously, gender doesn't imply destiny but it can reflect a behavioral tendency in leadership.[51]

Viewing Leadership within Organizations

Each organization has a distinct culture that shapes and supports its leadership philosophy. Fundamental differences between the civilian and military sectors directly affects organizational culture and leadership thinking. Employment with most civilian organizations does not usually carry with it the implicit duty to risk one's life to meet corporate goals or objectives. Additionally, the nature of the hardships the military endures forms interpersonal bonds and a strong sense of community rarely seen in the civilian world—except in large police departments.

Along with the differences between civilian and military organizations, all large, complex human organizations have some similar aspects. The most striking is the need to attract, develop, and retain enough qualified, talented people in order to have effective leaders in the right place at the right time. Therefore, it seems worthwhile to review a variety of current leadership approaches within organizations somewhat similar to the Air Force. These will be used in the next chapter in discussing the need to adapt emerging leadership practices to better confront workforce challenges of the twenty-first century.

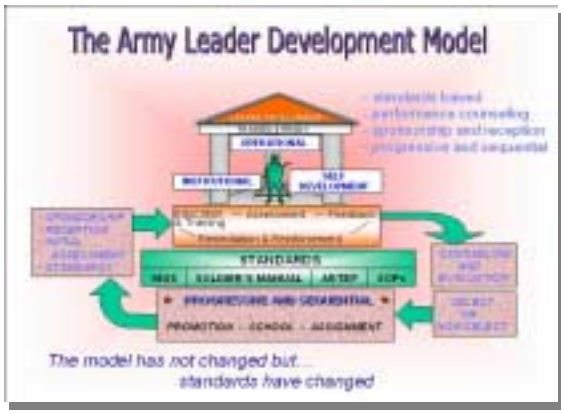
Army. For over 224 years, the Army has provided land power to promote and protect national interests. Since 1989, the average frequency of Army contingency deployments has increased from one every four years to one every fourteen weeks. As of the end of February 2001, the Army consisted of 1,268,633 people. Of these, 479,987 soldiers were in the active component and 224,902 were Army civilians. More than 140,000 Army personnel are forward stationed or deployed around the world on any

given day. Soldiers and civilians stationed in the U.S. perform other critical roles, from keeping warfighting organizations ready for worldwide deployment today to building the tools necessary to ensure readiness tomorrow.[52]

The Army's doctrinal-based leadership provides a holistic base to incorporate new ideas, technologies, and organization designs. As the single-source reference for all Army leaders, FM 22-100, *Army Leadership*, provides leadership doctrine for meeting mission requirements under any condition; establishes a unified leadership theory for all Army leaders, and provides a comprehensive and adaptable leadership resource for the twenty-first century Army.[53]

Every leader within the Army is charged with responsibility to instill sound leadership in subordinates. The Army's strategic leader development framework (illustrated in figure 2)[54] recognizes three pillars: institutional training and education, operational assignments, and self-development.

Figure-2



Institutional training and education help leaders acquire skills, knowledge, and behaviors needed to perform duty position requirements. Leaders learn leadership theory and doctrine and practice using them through role-playing, case studies, practical exercises, and computer simulations. Operational assignments place leaders in positions to apply the skills, knowledge, and behaviors acquired during institutional education and training. Assignments provide opportunities to master skills and demonstrate the values

and attributes of character and competence that are essential to effective leaders. Based on their performance during operational assignments, the Army selects promising leaders for progressive promotions, appropriate schools, and utilization assignments. Self-development pervades the two other pillars and should stretch and broaden the individual beyond the job or training. The importance of self-development increases with leaders' seniority. As leaders rise in rank, their assignments become increasingly unique. Institutional training does not fully prepare leaders; they must also learn from experience and personal study or self-development.[55]

Navy. The mission of the Navy is to maintain, train, and equip combat-ready naval forces that can win wars, deter aggression, and maintain freedom of the seas. At the end of February 2001, the Navy's active component numbered 369,609 members, and the active duty. Marines numbered 171,308. Department-wide civilian staffing stood at 181,370.[56] As war fighters, sailors wield destructive power and must often act independently in the battlespace to judge situations and show the highest caliber of moral leadership. Therefore, core values form the foundation of Sailors' or Marines' leadership training and professional development throughout their careers.

Between 1993-1997, the Navy conducted a zero-based training and education review to identify any leadership training inefficiencies and provide standardization among the units. Based on the results, the Chief of Naval Operations directed implementation of the Leadership Continuum. The Navy Leadership Continuum is a career-long plan of Navy leader development, from recruitment to retirement. Eight leadership-training courses for officer and enlisted personnel form the continuum's cornerstone. Except for the nine-week senior enlisted academy, these progressive and

sequential courses are all two weeks. Four major themes are the foundation of all the courses: (1) values; (2) responsibility; authority, and accountability of leadership; (3) unity of command, and, (4) risk management/ continuous improvement. Formal leadership training is periodically reinforced with "booster shots" in warfare/specialty pipeline training, at annual all hands training, and during development/ professional assignments. Current education and training programs with leadership modules align with the continuum themes to ensure consistency and eliminate redundant or conflicting training.

Over 50,000 Navy personnel attend leadership-training courses each year. These are intense, hard-hitting, Navy-developed courses that are fleet-relevant and skills-based. Attendance of the appropriate course is mandatory at specific career milestones. Sailors attend the courses upon advancement to grades E-5, E- 6, and E-7. Successful completion is required before advancing to the next pay grade. Officers attend en route to the leadership tour.[57]

Air Force. The Air Force defends the U.S. and protects its interests through aerospace power. At its birth in September 1947, the active-duty Air Force numbered 387,000 members; today it stands at around 353,000. The Total Air Force includes 106,000 Air National Guardsmen, 72,000 Air Force Reservists, and 161,000 civilians, for a total of 692,000 people. On any given day, approximately 90,000 members—almost one-sixth of the total force—are either deployed or on permanent duty in forward locations. An additional 138,000 airmen are ready to deploy on short notice to support America's national security needs. [58]

Leadership preparation is the cornerstone of all USAF education and training programs. Newly commissioned officers and selected civilians attend the Aerospace Basic Course to provide a common frame of reference for understanding and employing aerospace forces. This course focuses on the history, doctrine, strategy, and operational aspects of aerospace power. Follow-on professional military education for officers comprises Squadron Officer School, Intermediate Service School, and Senior Service School. These schools teach the skills necessary for good officership, command, and staff positions, and they educate senior officers in the strategic employment of aerospace forces to support national security objectives.

Supplemental training is provided by major commands for individuals selected as squadron commanders and by Air University for individuals selected as group or wing commanders. This training covers the everyday aspects of command such as military and civilian personnel management, resource management, legal issues, and complaint processing. The highest level of leadership training occurs in the Senior Leader Orientation Course where new general officers and civilian equivalents receive training on key issues and on how to be effective representatives of the Air Force.

The Air Force prepares non-commissioned officers to be effective leaders, supervisors, and managers through the Enlisted Professional Military Education (EPME) program. This formal education program broadens enlisted members' perspectives and increases their knowledge of the profession of arms, communication skills, leadership and supervisory roles, and prepares them to assume positions of greater responsibility. Three residence programs range in length from four to six weeks, and airmen attend upon

advancement to E-4, E-6, and E-8. Over 27,000 enlisted personnel graduate per year. Successful completion is required prior to advancement to the next pay grade.[59]

Marines. The Marine Corps is organized around three marine expeditionary forces. Each typically has a marine division, a marine aircraft wing, and a force service support group. The Corps is often credited with having the strongest service culture. Indeed, the Marine Corps actively discourages the emergence of subcultures based on branches or separate warfighting communities. The Marine Corps is probably the most youth-oriented service; some 68 percent of 171,000 Marines on active duty are under 24 years old. The motto "Semper fidelis" (Latin for "always faithful") reflects "once a marine, always a marine" as a way of life. General James L. Jones likened the Corps to the wolf pack described by Rudyard Kipling: "the strength of the pack [Corps] is the wolf [Marine], the strength of the wolf is the pack." [60]

Leadership is seen as a vital warfighting skill for every Marine, not only for those in traditional leadership or command positions. Marines use the Marine Corps Doctrine Publication (MCDP-1) *Warfighting* as the primary doctrine for leadership, although the entire MCDP series is leadership-based. The warfighting model is used and rewarded throughout the Marine Corps because it gets the desired results. It is taught at Officer Candidate School and heavily reinforced at The Basic School, then throughout an officer's career. It is also taught heavily at Staff NCO Academies. Strong organizational commitment and a team-approach underscore the basic leadership philosophy.[61]

AOL Time Warner. AOL-Time Warner, Inc., is engaged in interactive services, Web brands, Internet technologies and e-commerce services. Its Interactive Services Group develops and operates branded interactive services, including the AOL service,

CompuServe, Netscape Netcenter, the AOL.com portal, the AOLTV service and AOL Wireless services. The Interactive Properties Group is built around branded properties that operate across multiple services and platforms, such as Digital City, Inc., ICQ, AOL Instant Messenger, Moviefone, Inc., Spinner.com, Winamp and SHOUTcast, and MapQuest.com. The AOL International Group oversees the AOL and CompuServe services and operations outside the United States. The Netscape Enterprise Group focuses on software products, technical support, consulting and training services for businesses. On January 11, 2001, America Online completed a merger with Time Warner Inc., and both companies became wholly owned subsidiaries of a new parent company, AOL Time Warner Inc. The combined company currently has 85,000 employees worldwide with revenues of about $40 billion and a global base of more than 100 million subscribers. [62]

The company enjoys a collaborative, almost co-leader, style of leadership. Steve Case, Chairman of AOL Time Warner, is characterized as visionary and known for his big-picture thinking. Complementing Case is Gerald Levin, CEO, a lawyer by trade and studious by demeanor, a media executive who shies from the spotlight and is known for being methodical and tough. Levin oversees the company, and is involved in financing strategy, acquisitions, and the broad view of issues that affect the business. Bob Pittman, one of two COOs, is known for his charisma, ability to inspire people, and a disciplined, structured management style, which he is expected to instill as the new company's gospel. The new organization is an expansion of AOL's successful shared leadership model.[63]

Southwest Airlines. The airline began service June 18, 1971 with flights to Houston, Dallas, and San Antonio. Southwest has become the fourth largest U.S. airline, in terms of domestic customers carried. Southwest became a major airline in 1989 when

it exceeded the billion-dollar revenue mark. Southwest was the only major carrier in 1990 - 1992 to make both net and operating profits. Yearend results for 2000 marked Southwest Airlines' 28th consecutive year of profitability. Southwest supports more than 2,700 flights a day and employs more than 30,000 people.

Senior leadership is described as charismatic and visionary, and relies on a shared, collaborative approach that empowers employees at all levels. Leadership plays a paramount role in Southwest's success. Leadership is viewed not as position of authority nor is it determined by a title or position held. Every person within the organization is encouraged and motivated to use their own leadership qualities to better the company. Herb Kelleher, CEO, believes that leadership is the job of every employee, not just upper management and employees lead other employees to make decisions. Therefore every employee can assess situations and act on their own decisions. Southwest developed its "University of People" to equip employees to practice the kind of leadership that Southwest expects. Specific courses are targeted to the various supervisory levels to ensure continual growth and development.[64]

Los Angeles Police Department. The Los Angeles Police Department (LAPD) is one of the largest and most innovative law enforcement agencies in the world. It is responsible for providing police service to an area encompassing 467 square miles and 18 community areas, representing 3.4 million residents. The LAPD is divided into eight bureaus and over 50 divisions, groups, and units or sections. The Board of Police Commissioners serves as the head of the Los Angeles Police Department, functioning like a corporate board of directors, setting policies for the department and overseeing its operations. The Board works in conjunction with the Chief of Police who acts as a chief

executive officer and reports to the Board. The Los Angeles Police Department employs over 13,000 women and men including over 9,600 sworn officers who are responsible for maintaining a safe, crime-free environment.

The LAPD currently has a senior command and management structure featuring eight Deputy Chiefs, one Police Administrator (civilian), and 20 Commanders. The Department has recently been reorganized to flatten the hierarchical chain of command and to consolidate similar or related functions. Commitment to leadership is stated as a department core value, and officers are encouraged to be leaders in their areas of responsibility.[65] FASTRAC, an acronym for Focus, Accountability, Strategy, Teamwork, Response and Coordination, recently initiated, is a process for full command accountability in every aspect of leadership in the Department. However, the LADP is considered traditional in nature in that it is "organized and managed in paramilitary style," hierarchical in nature with strong authoritarian control.[66]

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[1] Ralph Stodgill, *Handbook of Leadership (*New York: The Free Press, 1974), vii.

[2] J. Steven Ott, *Classic Readings in Organization Behavior* (Belmount, CA: Wadsworth Publishing Company, 1989), 243.

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Chapter Three

Workforce Challenges

One test of leadership is to turn around and see if anyone is following you.

—Anonymous

The world of work is changing at a rapid pace, greatly influenced by the growing challenges of attracting and retaining a quality workforce, shifting societal trends, technology, and globalization. These four trends cannot be treated as separate issues. Their interdependent effects will continue to exert powerful influences on the Air Force, its culture, and how leadership is viewed. Proactively adapting leadership approaches to meet these challenges can enhance overall efficiency.

Yet, the need for Air Force leaders with character, integrity, and ethics will not change. Without ethical leadership subordinates cannot trust the orders of their superiors. The special spirit and bonding essential to teamwork in combat cannot grow and the American people could not be confident in the rightness of military actions. Without such trust and confidence, America's military cannot be effective.[1]

Recruiting and Retention

Often called an all-volunteer force, our military may be better described as an all-recruited force.[2] Today's recruiters work to attract highly skilled, technologically oriented people to meet Air Force challenges. Competition with civilian industry and

among the services for these technologically oriented people is tough and is not expected to ease any time soon. Youth propensity, attitudes, and motivations to serve in the military remain low.[3] For many, joining the military is an alien thought. As the number of veterans dwindles, there are fewer role models and civilians advocating military service. Such dynamics make it more difficult for the Air Force to recruit and retain the quality individuals needed for the increasingly evolving high-tech force.

The Air Force met its active-duty enlisted recruiting goal for FY 2000 but must continue to recruit quality people next year and beyond. Although not expected to make its recruiting goal for FY 2000, the Air Force adopted a "wartime mentality" on recruiting and ultimately exceeded its enlisted goal by recruiting 34,369 against a goal of 34,000.[4] As part of its "war on recruiting," the Air Force pursued several efforts, including a recruiting summit that performed a cradle-to-grave review of the recruiting and accessions processes, resulting in many new initiatives to improve recruiting.

Retention and recruiting are linked. The Air Force relies on highly trained technical personnel whose skills are honed by years of military experience to accomplish the mission. By meeting its retention goals, the Air Force can help minimize the number of recruits required and capitalize on the substantial training investment made in every person.

Air Force enlisted retention trends are down, with officer continuation rates below historical averages. Solving the retention challenge is crucial because nearly 70 percent of the enlisted force will make a reenlistment decision between now and FY 2004.[5] Officer retention faces similar challenges. Although retention rates increased over FY 1999 levels for rated officer (pilots, navigators, and air battle managers), retention in non-

rated operations and mission-support fields declined. Support officer manning levels are also a concern, especially specialties for scientists, developmental engineers, communication officers, air traffic controllers, and computer specialists. These challenges are not expected to ease in the foreseeable future.[6]

Recruiting and retention challenges are not limited to the uniformed members of the Air Force. The Expeditionary Air Force has extended the role of civilians to providing reach-back support to deployed troops, requiring a different mix of mid-level and senior civilian employees. In 1989, a quarter of the Air Force's civilian professionals were in their first ten years of service, compared to less than 10 percent today. In the next five years, approximately 45 percent of the Air Force's civilian workforces will be eligible for retirement.[7]

Leadership Implications. Incorporating transformation and other contemporary leadership practices across the Air Force may help in recruitment and retention. Research in civilian corporations found that candidates are likely to be attracted to an organization whose leaders are charismatic (e.g. provides vision and sense of mission, inspires pride and gains trust and respect). In addition, prospects are attracted by interviews with members who exhibit individualized consideration (gives personal attention, values diversity, coaches and advises). More intelligent prospects (e.g. high-tech, scientists and engineers) are particularly impressed with intellectually stimulating (promotes intelligence, innovation, and creative problem solving) contacts they make during the recruiting and hiring process.[8] This proved true for Southwest Airlines, for example, which in one year received approximately 124,000 applications and resumes for only five thousand available jobs. Leadership (interactive) was one of the main reasons applicants

mentioned for wanting to join the company.[9] Also, Marine Corps recruiters' success in displaying a strong sense of mission and pride in the organization as well as gaining the respect and trust of recruits have contributed to their overall recruiting success.[10]

While everyone enters the Air Force as a volunteer, the decision to stay or leave often dependents on overall satisfaction with the organization and the opportunities it provides. Recent studies have found that sound leadership practices strongly affect employees' overall job satisfaction, loyalty, organizational productivity, and organization citizenship behavior, as well as profitability and growth. Supervisors who behave like transformational leaders are more likely to be seen by their colleagues and employees as satisfying and effective leaders than those who behave like transactional leaders.[11]

The Air Force's 1999 Organizational Climate Survey reported that units whose members perceived transformational leadership within the unit reflected higher satisfaction and unit performance than units perceiving transaction leadership (supervision).[12] Because transactional leadership is based on rewards and sanctions and on creating cognitive links between followers' behavior and its possible consequences, transactional leader behaviors are unlikely to induce followers to identify with either the leader or the group.

Leaders who want to reduce staff turnover should work to enhance their subordinates "organizational commitment attitudes."[13] According to Thomas Martin and John Hafer, leaders must "get employees feeling positively about the organization that employs them so they identify with particular organizational goals, values, and culture, and want to maintain membership in it. This is defined as organizational commitment."[14]

The level of intrinsic task and non-task motivation influences an individual's organizational commitment.

One way to build organizational commitment is to practice leadership actions that are likely to increase an individual's intrinsic task motivation. This can be accomplished by establishing different leader-employee relationships. For instance, Martin and Hafer suggest that employees who receive more inside information and discretion develop a stronger belief in the organization's goals and values. Access to information is essential to mobilizing and reconfiguring resources quickly. Finally, employees who receive greater autonomy and support are willing to work harder on the organization's behalf. Supervisors can also secure greater commitments by partnering with employees. These work relationships result in higher job satisfaction, less role conflict, role ambiguity, and job stress, and the employees are more satisfied with their managers than are the "distant" employees.[15] This is not a new concept for the Air Force since most traditional military leadership doctrine advocates this " hands-on" approach as a basic fundamental principle for successful leaders. However, it is worth emphasizing as the work environment becomes more complex, hectic, and spans of control widen.

Creating more opportunities for participation, autonomy, and/or empowerment also helps "create a positive organizational commitment attitude."[16] Trust, leadership, participation, interdependence, communication, nonroutine activity and family are other essential factors.[17] For example, Southwest Airlines has woven organizational commitment into its culture. The airlines' primary focus is on its employees, not its customer. Employees from the CEO on down are encouraged to build strong interpersonal relations. Southwest's leaders go out of their way to ensure that employees

have the information they need. Employees are kept informed of what other carriers are doing, and no major event at the airlines is announced before employees hear about it. Southwest believes that employees with immediate access to critical information can make the necessary adjustments to fix significant problems. The company has built a relationship with it employees that has developed into a strong sense of trust and dedication and has created strong organizational commitment within its workforce.[18] In another example, AOL-Time Warner encourages employees to volunteer for projects that make significant contributions to the community and in turn nourish a sense of creativity that helps employees to perform better on the job. Strong organizational commitment can pay off, as reflected in the lower turnover rates Southwest Airlines and AOL Time Warner consistently enjoy.

The challenges of recruiting and retaining high quality people are recognized more than ever as a leadership responsibility. Military leaders at all levels can and must inspire organizational commitment in order to support future recruitment and retention efforts.

Diversity

The supply of human capital is undergoing a pervasive and powerful shift. The workforce is a mosaic of individuals with varied ages, backgrounds, skills, aspirations, and styles. The definition of diversity has changed over the past decade from merely involving gender and race to include age, disabilities, family structure, sexual orientation, ethnic culture, languages, and religious affiliation. The definition should continue to evolve as societal change continues due to globalization, family structure shifts, and older

and younger workers merging in the workplace. Organizations that can accommodate diversity have a greater opportunity to thrive in the years ahead.

Today's all-volunteer force reflects many of the trends at play in modern society. The Total Air Force remains a widely multiracial, multiethnic, multicultural, multigenerational and gender-integrated organization, each with very different views of the world. These trends along with globalization and technological changes are challenging the adaptability of traditional structures and leadership patterns within the Air Force.

Demographic Trends. The Bureau of Labor Statistics predicts that members of minorities will make up 41.5 percent of the people entering the U.S. workforce between 1998 and 2008. However, America's primary labor supply for the next decade represents the smallest population group in U.S. history and the shallowest pool of entry-level workers in modern times.[19] Today, one in eight Americans is 65 or older. As the first wave of the Baby Boomers begins to retire after 2010 (early retirement for Social Security benefits will begin in 2008), the share of older Americans will increase significantly. By 2040, nearly one in four will be 65 or older. At the same time, life expectancy will continue to rise. On average, Americans already live 14 years longer than when Social Security was created. It is conceivable that the mandatory retirement age for federal workers will be extended to enlarge the labor pool.[20] It is easy to see why human resources are now considered an organization's most valuable asset. An employer's ability to tap its people's talents, experiences, and points of view may predict its future vitality, or even it viability.

These and other demographic changes will create a work force with more women and minorities who will stimulate new ways of working together. (See appendix) The next decade will likely see increased heterogeneity in managerial roles; pluralistic approaches to leadership and followership will reflect the pluralism of the workforce. The challenge of managing the diverse workforce will involve reconciling different worldviews and creating a synergy from diverse cultural backgrounds. The interface between work and family will become even more complicated. Ensuring that employees have the flexibility to meet their work and non-work demands will require a different mindset about effective performance and creative options for responding to employee needs.

Generational Trends. Today's workforce blends up to four generations, each with its own strengths and weaknesses. (Note: The Total Force includes all four generations, but the active duty military mostly comprises three generations with Baby Boomers holding the majority of the senior ranks, GenX—the junior corps, and GenY—entry level.) Differences between the generations emerge as cohorts experience defining moments in history, which shape their attitudes and perspectives. Researchers addressing generational trends shift the breaks between generations five or six years in either direction. Distinctions between the generations are not as glaring in the Air Force because self-selection serves to homogenize the force; nevertheless generational differences still can be seen.

Generally, "Traditionalists or Matures" were born before 1946 and are the most senior members of the work force. Traditionalists tend to be practically minded, sometimes to an extreme. They tend to display a dedicated work ethic, working

consistently long hours, often sacrificing family and outside relationships. Having spent their work life under a hierarchy of leadership, they embrace a respectful view of authority in most life situations, are willing to go the extra mile to get things done, and are philanthropically oriented.[21]

Baby boomers, born between 1946 and 1964, generally compose the largest and most powerful generation in the work force. They are characterized as optimistic and driven with a sometimes-obsessive work ethic. Because they have done so, they often expect others to earn their way. Boomers strive for shared leadership and decision-making unless they have a problem with authority figures. They are team-oriented and enjoy enduring relationship in the workplace.[22]

Generation Xers, born between 1960 and 1977, appear to have a skeptical outlook on work, yet they possess certain qualities that are in high demand by today's organizations. As a rule, they are flexible, action-oriented, independent, self-directed, technically competent and comfortable with the constantly changing nature of work today. Because they have witnessed the Boomers' struggles and sacrifices, they strive for a healthy balance among work, life, and relationships. Sometimes interpreted as lacking respect, they are often unimpressed with status and authority. They are financially savvy, fascinated by the possibilities of technology, and represent a culturally diverse population.[23] This generation also represents the most diverse generation in U.S. history, including the twentieth century's highest percentage of naturalized U.S. citizens, making it one of the most important immigrant generations in U.S. history.[24]

Members of "Generation Y", the "Echo Boomers", were born between 1978 and 1984, are 60-million strong and just entering the workforce. This generation seems to

thrive on challenging work and creative expression, loves freedom and flexibility, and hates micromanagement. They are fiercely loyal to managers who are knowledgeable and act as caring coaches who can mentor and help them achieve their goals. [25]

Leadership Implications. A century ago, U.S Steel was considered the most valuable American corporation, whose primary assets were smokestack factories. Today's most valuable corporation may be Microsoft, whose most valuable assets go home every night. Organizations that want those human assets to return every morning must pay attention to the work environment and their leadership practices. Research shows that "respect for differences in people" is one of the most important qualities of a successful leader.[26] Military Climate/Culture Survey (MCCS) data, reported in the Center for Strategic and International Studies (CSIS) report *American Military Culture in the Twenty-First Century*, shows that different racial groups in the military hold generally common views regarding traditional military values, the quality of unit leadership, and other elements of organizational climate. This commonality of views is a healthy indication that supports many sociologists' contention that race relations in the armed forces are better overall than in the wider society.[27] While equal opportunity and treatment among the ranks might be viewed as a leadership success, it requires continual attention.

A recent survey, "Generational Xchange: A guide to Managing and Mentoring Generation X," finds that most of the responding Gen-Xers want a structured work environment and crave information about how they fit into the company organization and how their own work contributes to company goals. What's more, the survey says young workers' job satisfaction is tied directly to workplace relationships and opportunities to

development and assume new responsibilities. That is, their expectations dovetail with the emerging view of good leadership: setting direction through a shared vision, empowering people, providing feedback through counseling and/or mentoring, and letting people grow.[28]

While these principles are not new to military leaders they may need to be adapted to fit the newer working force. Generation X officers crave close relationships with peers and senior leadership. It is no surprise that the 1999 CSAF survey revealed a sense of community is important to 82 percent of officers, 70 percent of enlisted and 73 percent of civilians.[29] If the Air Force can become a source of social relationship in addition to a place of employment, it will be possible to improve Generation X commitment to the Air Force as an organization. The goal would be to emphasize the institutional aspects (organizational commitment) of the Air Force instead of the occupational.[30] The Air Force then becomes not so much the job, but the people and shared experiences it includes. If the Air Force can offer the camaraderie and cohesion desired by younger officers and often lacking in the civilian world then they will stay regardless of the economic situation.

Senior leaders play an important role since the younger force desires interaction with senior leadership. A vital step building this relationship might begin with how we look at mentoring. A new Army study concludes that captains are leaving the service in droves mainly because of a generation gap between Baby-Boomer generals and Generation X junior officers. In 1989, just as the Cold War was ending, 6.7 percent of Army captains left voluntarily. In 1999, the number climbed to 10.6 percent, a 58 percent increase. An internal Army forecast predicts the rate will climb to about 13

percent. Wong concludes that the heart of the problem is that "today's senior officers do not understand today's junior officers or their perspective."[31] Senior officers would be advised to talk *with* (not to) junior officers. Mentoring should not be synonymous with performance or mandatory periodic counseling, but senior officers (not necessarily in the chain of command) taking interest in the lives of junior officers. "Of course, junior officers will be guarded at first, but once they see that the senior officer is not doing this just out of concern for the mission or even the unit [but concern for the individual], they will begin to search out mentors."[32]

Today's younger workforce embraces a style of leadership that emphasizes the power of collective responsibility, cooperation among diverse individuals, sensitivity toward others, and equal participation by all regardless of their authority or position. Traditional "top-down" notions of leadership are least appealing to this group of Americans. Leonard Wong, in his study *Generations Apart: Xers and Boomers in the Officer Corps,* deems direct leadership by senior leaders as the main stopgap in mitigating the Xer (junior officers) aversion to hierarchical leadership. Wong states, "Xers aren't naive. They understand the need for some hierarchy. Yet they will greatly appreciate genuine attempts to reduce the dependence on rank or position whenever possible."[33]

Many military supervisors are already embracing this new leadership philosophy. Twenty years ago, it was common for a green recruit to hear from a veteran soldier or sailor: "Shut up and do what you're told." Times have changed, according to Navy Master Chief Petty Officer Jesse Elliott, a 32-year veteran. "The days of 'I speak and you

listen' are gone." It should be, "We speak and we listen to each other," Elliott says of the Navy's new leadership style.[34]

Meeting the new century's organizational challenges will require senior leaders who can overcome resistance to continuous change and improvement, supervisors who can use the diversity of the workplace effectively, and workers who have developed new attitudes toward work that emphasize everyone's feelings of pride and ownership about their duties and the organization.

Technology

We are moving rapidly into the so-called post-industrial information age. During the last two decades, technology advances surged across the world affecting almost every facet of our lives. The information technology industry represents more than one-third of the real economic growth in the U.S. over the last five years. It generates more than eight percent of the U.S. gross domestic product and more than seven million jobs paying significantly above the private sector average. The Commerce Department projects that by 2006 almost half of U.S. workers will be employed by industries that produce information technology or are intensive users of it.[35] Information is no longer a scarce resource but is now expandable, compressible, substitutable, transportable, diffusible and shareable. Unlike any time in our history, it is imperative that leaders master the consequences of new technologies and, in particular, developments in information technology as they apply to leadership practices.

Leadership Implications. Advances in communications and computer technology are fueling a revolution in civilian and military affairs. Military operations within the information domain will become as important as those conducted in the

domains of sea, land, air, and space. Official documents such as Joint Vision 2020 stress the importance of leadership and individual initiative in both capturing technology and exploiting it in combat environments.[36] Synergies created by the use of advanced battle command and control systems, satellites, unmanned aerial vehicles, stealth technology and precision-guided munitions let military forces reach adversaries with fast, efficient accuracy. Rapid technological change has also dramatically affected individual units and how they accomplish their day-to-day missions. Whether these units are sufficiently flexible to accommodate a world where interconnected networks tend to replace traditional hierarchies and information flows might well become an important issue.

During the last two decades, previously unimaginable tools for handling and using information have become widespread. However, these tools also have some negative consequences for organizational climate, if not administered properly. In particular, computers can increase the prospects for over-centralization, micromanagement, and impersonal leadership. E-mail, for example, speeds communication, facilitates time management, and can enable extensive sharing of information in a short amount of time. But, it can diminish human interaction, be impersonal, entice the micromanager, and place new demands on organization members for mutual trust, information accuracy, and discretion in use of data. CSIS military focus groups revealed that many senior officers view new technologies such as video teleconferencing and email not as adjuncts of effective command and control but as tools for intrusive supervision.[37]

The tendency toward micromanagement discourages initiative, decision-making, and organizational commitment. Therefore, it must be discouraged from the highest echelons. Activities in fast-moving, technically complex situations cannot be

micromanaged from distant sites. Agility, efficiency, and speed are achieved when decisions are made at the lowest echelon where competence and information reside. Leadership and control then become non-positional—products of self-management (self responsibility) based on shared organizational values. However, supervisors must first invest the time and effort to teach employees self-management (self responsibility) in order to succeed.

In efficient organizations like Southwest Airlines, decisions are made wherever critical information and requisite competence reside. Access to information is essential to mobilizing and reconfiguring resources quickly, and employees are expected to solve problems that are within their control.[38] Most leaders understand this concept but have difficulty implementing it.

Today, people have information (knowledge) that they lacked just ten years ago. The workforce knows much more about how things are done and how that may affect their work. Information is accessed more laterally and mass communication connects the world ever more tightly. Internet technology is already pervasive: 46 million Americans have on-line access, and the number is projected to double by 2004. In a family survey, consulting 10,000 parents, 25 percent said their children had used computers by the age of two and 90 percent by the age of six.[39] However, many leaders today were raised in an era of relative information scarcity, which often leaves them unprepared to deal with today's growing problems of information overload. While the generation gap between junior and senior officers is nothing new, the technology advances may intensify it, because rank and age are often inversely related to competency in information technology issues. Knowledge workers often know more about what they are doing than their

managers do, and classical models of leadership could harm organizational retention efforts. This may be especially true in the military since most junior officers' civilian contemporaries are "entering the civilian market place in more senior positions due to entrepreneurial and technological skills."[40] Given their generational characteristics, junior officers likely will have little organizational loyalty and view themselves as professional free agents who will work for the leader who provides the most developmental challenge and opportunity. Asked to choose between "my way or the highway," today's mobile, self-aware employee is likely to start gassing up the car. Sound leadership practices that focus on promoting organizational commitment, involvement, inspiration, intellectual stimulation, and individual consideration could enhance retention efforts, as well as organizational productivity, by directly increasing job satisfaction. Leaders need to routinely ask for input and share information freely while focusing on trust, respect, and empowerment, helping to strike a new balance between leaders and those they lead.

Traditionally, companies were structured in a hierarchical fashion with a leader at the top because it was a way of managing information. The top person was the gatekeeper. Now, the gatekeeper is bypassed and everyone has access to the information. People's ability to lead came from having power through information. In the future, leaders will be those who can accomplish goals without reward or threat of punishment (transactional behavior). And those leaders will adopt a more collaborative way of thinking.

The magnitude and speed of change should continue. While the Pentium chip may be the latest addition to computers this year, nano-technology is just around the

corner. Nano-technology will drastically decrease the size of equipment and increase the capacity to process and disseminate information in every discipline from microbiology to political science. Today, electronic bits of information are transferred almost instantaneously. Information is rapidly disseminated throughout the world via the Internet, CNN, and major news networks. The result is that we know what has happened halfway around the world almost instantaneously. It is nearly impossible to control the flow and speed of information or keep it private. The discomfort of having a decreasing amount of time to respond to change will also be experienced. The complexity of change events will increase. Based on Army leadership studies, Bass believes the union of knowledge, speed, and complexity will increase the demand for decisive, transformation leadership in the military.[41] Because the total system will be more interconnected, the number of facets that need to be considered will also increase. This will require that leaders design, support, and nurture flexible, durable organizations and groups. It will also require systemic understanding in order to respond positively to the change events. The complexities of most organizations are making …

> "it increasingly difficult for leaders to maintain tight control from a single location. This is pushing many [leaders] towards a leadership style that stresses participatory decision-making and implementation. They are placing much greater emphasis on choosing the right [people] for the problem, task, or situation; then empowering them to define what needs to be done and how to do it."[42]

Air Force leaders will fail the leadership test if they follow a traditional organizational paradigm by responding to innovation and change instead of driving innovation without sacrificing order or organizational effectiveness.

Globalization

There is an increasing global consciousness in all sectors and societies of the world. Globalization is a complex set of distinct but related processes—economic, cultural, social, political and military—through which social relations have developed global reach and significance.[43] Increasingly, Air Force leaders must think and exercise judgment based on a global perspective. This involves critical and flexible thinking, creativity, synthesis, and integration skills. It also requires the ability to deal with diversity and the effective use of technology to maximize communication networks and practice command and control from an aerospace perspective.

Emerging Joint Culture. The Goldwater-Nichols Department of Defense Reorganization Act of 1986 altered the decision structure for security policy, creating new roles and expectations for the services in the interagency security-policy process.[44] The shift from single-service combat models to joint task forces was tested in the various nontraditional missions the military has been tasked to carry out since the Cold War. Successful operations conducted in Kuwait, Haiti, and Bosnia have made the services more aware of the importance of jointness, which means improving the ability of the service and field commands to work together, integrating service capabilities, and placing joint combat effectiveness ahead of individual service interests. Given current trends, operations other than war will become the norm. It is unlikely that such missions will be undertaken unilaterally, so small-scale, joint-service, multinational force deployments probably will be routine in the years ahead.

New Organizational Blueprints. In his decisive essay on organization, RAND analyst David Ronfeldt identifies hierarchical institution, competitive, and multi-

organization networks as three enduring forms of human society, with the networks emerging as the dominant form in the Information Age.[45] This evolutionary pattern is already evident in defense organizations, where emphasis has shifted from single-service combat models to joint task forces and the Air Force's aerospace expeditionary force structure. There is a broad agreement on a less-hierarchical, less-fixed structure where both structure and systems must evolve.

Leadership Implications. Air Force leaders are already required to adapt to peer leadership, matrix-style management, and team-building that combine military and civilian efforts in joint, coalition, and interagency activities in fast-paced, high-stress environments, all while simultaneously designing and implementing plans, policies, and practices to maximize group cohesion, each team member's potential and fostering high professional ethics. Leaders in all ranks need to be adroit at performing more diversified tasks in diversified environments with a diversified workforce within a milieu of change. These conditions create an increasingly complex working environment whose interwoven infrastructures interact to create a large, dynamic, non-linear system of nested smaller such systems. Sequential cause and effect are much more difficult to track and predict. Leaders will increasingly need to pace and anticipate the systems changing complexity in order to provide members a shared vision and coherent direction through a succession of organizational changes. This systems perspective requires nonlinear, holistic, and multifaceted approaches to leadership that stress interactive participation, open communication, continuous learning for both the leader and member, and attention to relationships.

The function of leadership then becomes the creation of systems, structures, and environments where this interaction and learning can occur. As Michael Wheatley has observed, "leadership is making sure you have the right patterns in place."[46] Paul Senge calls this fashioning an environment or organizational culture "where everyone takes on the responsibility for learning."[47] The dynamic trends of information technology, globalization, and diversity demonstrate the impact of interdependence and demand a total-systems approach. The challenge and implication for leaders will be to initiate culture changes supporting the application of leadership practices that incorporate a systems perspective.

A truly global expeditionary force will require greater skills in languages, understanding of multiple cultures, and political-military dynamics. But more importantly, the global aerospace force will require airmen—leaders—who are dedicated to understanding the complex environment they operate within and who foster strong organization commitment in themselves and those they lead to reduce the impacts of continual change. This serves to homogenize the force. Only then are we one force, one family working together to accomplish common goals.

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Chapter Four

Developing Leaders for the Twenty-first Century

"The best leadership does not generate followers; it generates other leaders."

—Ronald Heifetz
Harvard University

The Air Force faces significant challenges, but none is more critical than the development of aerospace leaders. The contention that good leadership makes a significant difference in achieving national objectives is not new. In difficult times, the single most influential factor in determining morale, teamwork, unit cohesion, and healthy organizational climate is often the quality of local leadership. The Air Force must prepare its leaders with the global perspective, operational savvy, and basic leadership skills needed to flourish in the dynamic expeditionary force. This requires a systems approach to long-term development (professional and leadership) that may need to go beyond what exists today.

While the Air Force has produced some truly outstanding leaders, they appear to have emerged serendipitously rather than from deliberate development. Programs such as accessions, professional military education, exercises and deployments, assignments, mentoring, feedback, evaluation, and promotion offer valuable opportunities for leadership development but remain virtually autonomous. The lack of centralization or coordination among these essential developmental rudiments can hinder efforts to

produce the right number of leaders at the right time with the right qualities needed to lead the force through change and turbulent times.

Understanding the Challenge

Leadership and the development of effective leaders are neither easy nor well understood. Growing or developing excellent leaders is not the same thing as producing excellent managers and it does not occur in the same way. Managers and leaders produce certain outcomes that are essential to their times and their circumstances.

Good managers produce outcomes that exemplify the very best of bureaucracy—predictability, order, efficiency, and consistency. Managers achieve such consistency through occupational core competencies and expertise in the functions of planning, budgeting, organizing staffing, controlling, and problem solving.

Effective leaders' main objective is to produce change, often dramatic and highly needed. They transform people and organizations by setting and articulating a clear vision and effective strategies, and inspiring others by enabling them to reach their full potential.[1]

Most leadership development programs fall short of the expected goal "when leaders return to their organization after leadership [education and/or] training sessions, they seldom exhibit [desired] behavior changes."[2] Leadership training, which is considered the foundation for most development programs continues to emphasize functional business and management skills and takes place mostly in a classroom. There is little or no emphasis on understanding leadership fundamentals such as individual motivation, performance enhancement, coaching, mentoring, facilitating, and team dynamics. In Ott's assessment, "despite how good the training, [people] will not

necessarily act considerately toward subordinates if their own supervisors do not act supportively toward them." The obvious implications are that change must be introduced into an organization as a whole—not just to certain employees and leadership desirable behavior must be consistent and rewarded by the organization.[3]

In *The Leadership Engine*, Tichy and Cohen compared successful organizations to those that failed to find the right tools to deal with globalization, technological change, and rising demands. In the organizations they studied (military units were included in the study), sustained success was a function of transformational leadership throughout the organization, not just at the top. For example, the Special Operations Forces are replacing the U.S. military's traditional hierarchical leadership style with something more appropriate for the new roles it fills in the world. Members are as likely to be deployed on a crowded urban street as in a foreign invasion force. A young leader confronted by an angry crowd of Bosnian or Haitian citizens doesn't have time to contact his or her supervisor for instruction. Such soldiers, most under age 30, must think not only about specific orders and the physical safety of their units, but about the geopolitical ramifications. An act to maintain a units' safety or a checkpoints security may hinder a peacekeeping alliance or result in condemnation from the international community. Consequently, the leaders of those special units have had to redirect leadership development that focuses on trust, empowerment and teambuilding toward all levels. Cohen and Tichy argue that institutions succeed over the long term not because of their technical skills or use of modern management tools, but because they redefine leadership fundamentals and continuously regenerate leadership at all levels.[4] In fact, companies that give themselves strong leadership capacity ratings appear significantly more often at

the top of *Fortune's* list of the "Most Admired" companies. Actually, they are almost twice as likely to appear in the top quartile of the magazine's rankings.

J. Thomas Wren proposes that leadership development should begin by considering its desired outcomes.[5] The task becomes defining the purpose and content of leadership within the Air Force and then designing and implementing a fully integrated, long-term development program that will support the purpose.

The urgent need to define and centralize efforts in the development of tomorrow's aerospace leaders was highlighted by General Ryan, Chief of Staff, in chartering the Developing Aerospace Leaders (DAL) office:

> "While our Air Force has revolutionized warfare and proven that aerospace power, when employed by a motivated and highly skilled force, is an instrument of power to be reckoned with, we cannot be complacent. Because the leadership skills to forge the many aspects of aerospace into a coherent fighting force are critical to success, we must continue to attract, retain and develop officers with the competencies to lead the Air Force in this dynamic, changing environment."[6]

DAL's charter is to examine and recommend actions necessary to prepare airmen (total force) for twenty-first century leadership. This means deliberately developing leaders with the desired mix of aerospace power competencies who understand the full spectrum of aerospace expeditionary forces and aerospace operations—leaders who can be articulate in staff, joint, and operational assignments, regardless of their core specialty. Instead of traditional occupational stovepipes that have dominated officer professional development in recent years, airmen must first identify with and be able to articulate the unique capabilities the Air Force brings to the complex joint equation; while at the same time preserve and foster aerospace power. In order to accomplish this, development must begin when an individual first enters the Air Force and continue through an entire career.

As part of the charter, the DAL office plans to identify and modify counter-productive policies, practices and procedures and explore and recommend processes to support and standardize the "best practices." Initial activities will focus primarily on the officer corps: however, the enlisted, civilian, Guard and Reserve components will also be reviewed. DAL objectives consist of establishing processes and procedures that build a senior leadership corps able to:

- Understand national security interests and how to fully exploit the aerospace domain to support national objectives.
- Develop, cultivate and maintain operational competence in the medium of aerospace.
- Envision, develop, acquire, sustain, support and employ capabilities, which exploit the aerospace domain to create military effects.
- Communicate the absolute and relative value of aerospace capabilities to the American people and their representatives.

Emphasis on traditional core competencies such as expertise in air superiority and global attack, and core values such as integrity, excellence and service before self remain intact. New competencies encompass skills and knowledge from all types of education, training, exercise and operational experiences. Five tools will be utilized to develop specific competencies throughout a career: (1.) accessions, (2.) assignments, (3.) professional military education, (4.) training/exercises and deployments, and (5.) mentoring. The goal is not to collect competencies, but to ensure each individual develops in the areas best for their growth and the Air Force leader-pool has enough leaders with the needed mix of competencies.

Fostering Change

The capacity to shape cultural conditions that lead to learning and to the development of leaders that can produce change is the central task of the leader. Institutionalizing a leadership-centered culture is the ultimate task of leadership.[7] This is different than professional development that focuses on the technical competencies the organization needs to accomplish its mission. A well-round development program includes and is supported by the same personnel support systems—e.g. accessions, assignments, education/training, exercises/deployments, feedback, mentoring.

The foundation of any leadership development program is first establishing the leadership philosophy of the organization. Usually in the military, leadership philosophy is outlined in leadership doctrine. While the Army, Navy and Marines have published their doctrine the Air Force is in the process of establishing a comprehensive leadership doctrine. Leadership doctrine is important in order to promote consistency across all the individual units. Doctrine typically espouses the principles of trusting subordinates and earning their trust, respecting them, and "engaging their voluntary commitment to the mission by giving them honest and complete information." Problems often surface when behavior of successful leaders deviates sharply from policy. The MCCS survey and anecdotal evidence revealed striking differences in the quality of organizational climates in today's military. While one unit or ship exhibited strong sense of mission, teamwork, mutual trust, and open communication, another at the same location, with virtually identical missions and resources, reported a far different climate.[8] This was also confirmed in the results of the 1999 Air Force Organizational Climate Survey. The quality of local leadership almost certainly explains those measurable differences.[9]

The Air Force must infuse the most effective leadership concepts into its leader development program at all levels, teaching, encouraging, and rewarding officers who develop shared vision, tap their subordinates' potential, build trust and institutional commitment, help develop the next generation of leaders. Traditional hierarchical, transactional leadership will not suffice. Empirical research both inside and outside the US Army, Navy, Air Force, and Marine Corps have supported the greater effectiveness of transformation leadership in contrast to transactional leadership, in generating subordinate extra effort, commitment, satisfaction and contribution to military readiness and was recognized by many in the military long before the model was codified. For example, the Air Force incorporated some of Burns' original writings in the Air Force Academy curriculum shortly after his 1978 book appeared in print.[10]

Reliable systems that provide periodic feedback on leadership strengthens and weaknesses reinforce and encourage desired leadership practices. This can help reinforce and replicate the best practices and organizational climates and prevent the worst. Traditional feedback processes are effectively one-degree type systems with, usually, the immediate supervisor providing the employee with unidirectional comment. By involving more than just one person, the feedback process is likely to be more meaningful for both supervisor and employee and have greater representation in the amount and type of information supplied. Those providing the multi-rater feedback may include peers, other levels of management, internal and external customers, and self-appraisal. For example, the 360-degree feedback is considered a common best practice to help leaders identify their strengths and weakness; examine the consistency between what they believe about themselves and what others see; and analyze the relationship between "walk" and

"talk."[11] As a rule, leaders receive less feedback the further up the chain they go. Often their view of their own strengths goes back several years, and those so-called strengths may now be weaknesses. Feedback from the individual, peers and subordinates as well as from superiors—360-degree feedback—combines to provide self- awareness and the opportunity to make changes. The recipient is encouraged to use the feedback to improve performance and to make a greater effort to blend his or her contributions with the needs of the group. This linking of individual performance with feedback from all relevant constituencies fits well into the emerging team-based workplace.

Another valuable feedback for leaders is an organizational climate survey. Organizational climate is a key indicator of overall organizational health and includes the perceptions and attitudes individual employees have regarding their job. Air Force members, similar to employees in the private sector, often express great passion in their perception and attitudes toward their work[12]. These attitudes influence employee's productivities and commitment to the organization. Job attitudes also influence a number of other important organizational outcomes, including turnover, absenteeism. This valuable tool is used in the Air Force; however, there is ample evidence from the 1999 CSAF Organizational Climate Survey that there is potential for resistance when climate data is presented. Results showed the typical squadron commander simply does not view their unit in the same way that their subordinates do.[13] There are clearly units throughout the Air Force where the leadership does not understand the importance of organizational climate and taking actions to improve the working environment. In a time where resources are scarce and the pace of technological change high, competition for skilled personnel will only increase. Leading this scarce and valuable resource and creating a

context and climate for success is a leadership challenge that all organizations must confront. This commitment to leadership development is as critical as any development experience provided to future leaders.

Institutionalizing of new leadership competencies, like professional competencies, require the total support of the personnel system, honoring and rewarding those who develop and display the transformational and cross-functional capabilities the institution favors. Although officer personnel management systems are often reviewed and modified, changes have not reflected the organizational commitment to select and prepare leaders who can develop and sustain healthy organization climates. There are numerous examples of commanders and supervisors who achieve outstanding results by focusing on vision, building trust and empowering and mentoring subordinates. This should be the norm, but often its not. Perceptions persist that accomplishments (transactional behaviors) are more often recognized at the expense of long-term organizational needs. Unit cohesion, high morale, and the development and mentoring of subordinates—all transformational leadership characteristics—are rarely seen as rewarded when done well. Selection and promotion systems are power levers for changing or maintaining organizational culture. A culture change cannot be achieved, without a comprehensive plan comprising these essential personnel support systems.

The development of leaders is a long-term process that requires commitment of effort and resources. Highly effective leader development programs incorporate education, training and experience to include feedback and mentoring in a logical and systematic process so that leaders will know and understand leadership principles, acquire fundamental leadership skills, and have the opportunities to put into practice what

they have learned.[14] However, without reinforcing rewarding these practices through the selection and promotion process true changes are doubtful.

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Chapter Five

Conclusion

> *" A business short on capital can borrow money and one with poor location can move. But a business short on leadership has little chance of survival."*
>
> —Warren Bennis
> Leaders: The Strategies for Taking Charge

Air Force members are increasingly more educated and intelligent. While being prepared to fly, fight, and win can still provide a sense of purpose, increasing diversity, advancing technology, and globalization require new approaches of leadership—particularly more interactive ones that achieve shared vision, mutual trust, and respect. While there are leaders throughout the Air Force who practice and promote this progressive leadership view there is a lack of uniformity among the units. This impacts unit productivity and the member's job satisfaction, which can erode organizational commitment.

Tomorrow's leaders like those today, must still exemplify the highest levels of ethical and moral conduct, and gain the confidence of those whose lives may depend on them. They must also have the analytical ability to meet problems that were unanticipated, and focus throughout their careers on their own leadership development and the development of others. Such leadership practices at all levels can align the

interests of the Air Force, its units, and its members with the Air Force's core values and its ultimate objectives.

Professional development is different from leadership development. A primary challenge for the Air Force is to better prepare aerospace leaders who can create effective organizational climates even in diverse, chaotic times. Although current efforts are underway to redefine development of aerospace leaders the following recommendations are offered:

- It is imperative that the purpose of leadership be defined and doctrine and behavior should match. This can be best accomplished by infusing transformation leadership concepts into its leaders development, teaching, encouraging and rewarding officers who develop vision, tap their subordinates' potential, build trust and institutional commitment and help develop the next generation of leaders. This is the mortar that binds all the elements essential for constructive organizational and cultural change.

- Organizational and individual feedback tools; such as, a new 360-degree feedback system and the organizational climate survey, should be incorporated into the performance feedback system. This will strengthen the existing program by allowing best practices of leadership performance and issues to be emulated and the worst remedied.

- The Air Force personnel system including accession, assignment, education/training, mentoring feedback, selection and promotion, should support long-term leadership development for officers by encouraging and rewarding institutional accepted practices.

Those involved in organizational change realize that efforts are often circumvented if obstacles to change are not identified and addressed as soon as possible. That is why a full-integrated systems-approach is vital to ensure effective, timely change. Without doing so we will continue looking for the leadership fix du jour.

The world is rapidly changing. If the Air Force is to remain strong, every airman must bring an unprecedented range of both skills and experiences to the mission while

assuming leadership responsibility. The leadership team of tomorrow is being created now. The Air Force must have a clear leadership concept to guide the development of its future leaders.

ARMED FORCES STRENGTH FIGURES FOR FEBRUARY 2001.

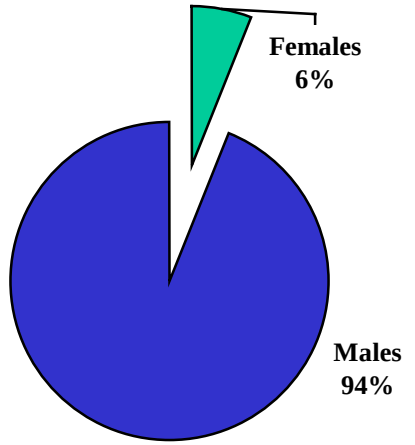
	28 Feb 01	31 Jan 01	Change from Previous Month		29 Feb 01
			Amount	Percent	
Army	479,987	479,543	444	0.09%%	474,219
Navy	369,609	371,319	-1,710	-0.46%	368,420
Marine Corps	171,308	172,117	-809	-0.47%	171,344
Air Force	353,240	353,393	-153	-0.04%	355,039
Total DoD	1374,144	1,376,372	-2,228	-0.16%	1,369,022

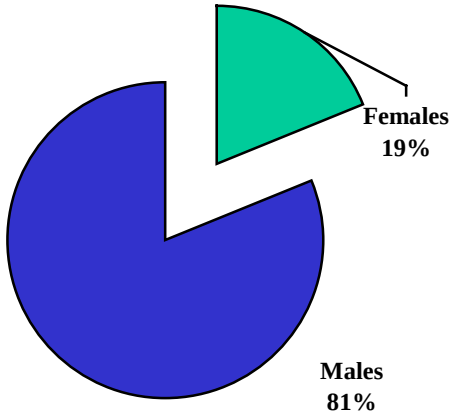
ARMED FORCES STRENGTH FIGURES FOR FEBRUARY, 2001. Available at http://web1.whs.osd.mil/mmid/military /ms0.pdf. Accessed on 4 February 2001

GENDER

- **The population of women has increased from 33,000 (5.4 percent) in 1975 to 66,200 (19%) today.**
  - **17.2 percent of the officers and 19.4 percent of the enlisted**
  - **55.2 percent of the females officers are line; 44.8 are non-line**
  - **83.7 percent of the male officers are line officers; 16.3 are non-line**

- **Women began entering pilot training in 1976, fighter pilot training in July 1993 and navigator training in 1977.**
  - **Currently there are 422 (3.5 percent) female pilots and 156 (3.2 percent) female navigators.**

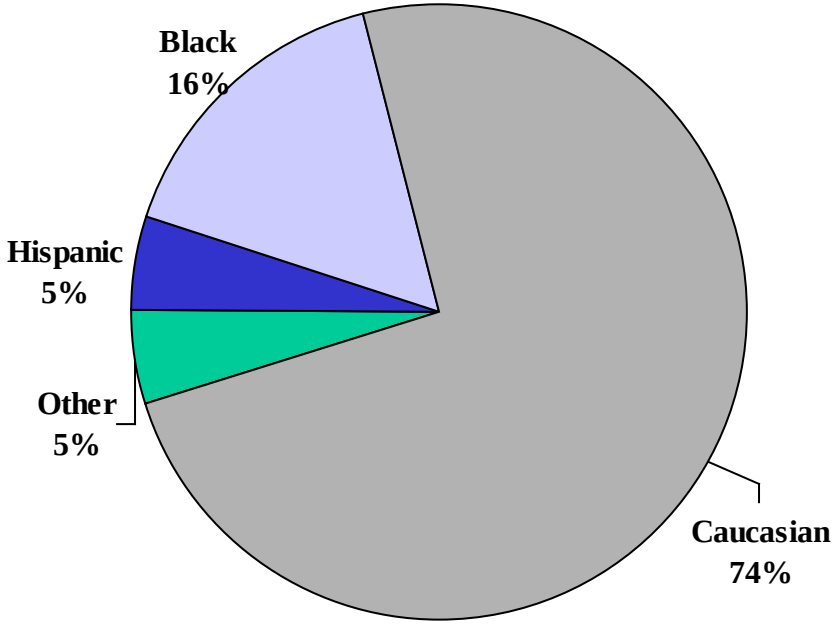




AFPC Personnel Statistics, available at http://www.afpc.randolph.af.mil/demographics/. Accessed 19 April 2001.

Race / Ethnic Group

- **Racial minority representation has risen from 14 percent in 1975 to 26 percent.**
  - **Officers: 85.1 percent Caucasian, 6.5 percent Black, 2.4 percent Hispanic and 6.1 percent other.**
  - **Enlisted: 71.3 percent Caucasian, 18.6 percent Black, 5.6 Hispanic and 4.6 percent other.**



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